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ABSTRACT

A study examined the extent and nature of the services provided to in-school limited English proficiency (LEP) youth who were enrolled in Comprehensive Employment and Training Act (CETA)/Youth Employment Training Program (YETP)-vocational education linkage programs in four areas of Illinois. Included among data collection instruments and procedures were (1) a mail survey of six CETA prime sponsors; (2) a telephone survey of districts and local educational agencies (LEAs) having linkage agreements with prime sponsors; (3) three questionnaires and a mail survey administered to CETA prime sponsors, vocational directors, and CETA in-school coordinators; (4) follow-up telephone conversations with CETA prime sponsors; and (5) on-site interviews and visits to five LEAs. Data were collected and analyzed with respect to population served, services provided to LEP students, quality of services provided to LEP students in the linkage program, and prime sponsor activities that foster linkages. Based on the findings and conclusions of the study, a series of recommendations were made calling for action by various departments of the state of Illinois, LEAs and prime sponsors, CETA prime sponsors, universities, and LEP organizations. (MN)

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CETA-Vocational Education Linkages for Limited English Proficiency Students

INTERIM REPORT

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CETA/VOCATIONAL EDUCATION LINKAGES FOR LIMITED ENGLISH PROFICIENCY STUDENTS: INTERIM REPORT

Prepared by:

Juan Jose Callejas, Principal Investigator
L. Allen Phelps, Project Director
Department of Vocational and Technical Education
University of Illinois at Urbana, Champaign
Champaign, Illinois 61820

July, 1981

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Illinois State Board of Education

Department of Adult, Vocational and Technical Education
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   ____ Career Education
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   ____ Post-Secondary ____ Adult ____ Teacher (Pre-service)
   ____ Administrator (Pre-Service) ____ Other (Specify) ____

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   X Teacher Educator X Guidance Staff X State Personnel
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16. General Description (State the general objective and suggested method of use. Summarize the content and tell how it is organized. Continue on back of this sheet or on another sheet, if necessary.):

The report presents descriptive information regarding the extent and nature of the services provided to in-school LEP youth who were enrolled in CETA/YETP-Vocational Education linkage programs in four (4) areas of the State of Illinois. It is hoped that this report will help the state, local educational agencies, and CETA prime sponsors in their attempts to serve students who are of limited English proficiency. The report consists of the following sections: (I) Introduction, (II) History, (III) Methods and Procedures, (IV) Analysis and Findings, and (V) Conclusions and Recommendations.

17. Person Completing this Abstract: Juan J. Callejas

Full Address:
University of Illinois at Urbana-Champaign
345 Education Building
1310 S. Sixth Street
Champaign, IL Zip 61820

III/5

CHAPTER 1

INTRODUCTION

In a world of rapid and vast technological advancements, a shifting labor force, and stressful economic conditions, the preparation of youth and adults for productive employment is a critical issue. The preparation of handicapped and disadvantaged individuals, and persons of limited English proficiency (LEP), is particularly complex and critical due to the diverse learning and economic needs of these individuals. In recent years considerable attention has been paid to meeting the vocational education needs of the disadvantaged and handicapped populations, but a smaller number of activities have been under taken to serve the LEP population. (López-Valadez, 1979, p. 5).

Presently, there are approximately 28 million persons who are considered to have limited English proficiency in the United States, 3.6 million of whom are considered to be of school-age (Pifer, 1979). In Illinois, their numbers are estimated to be about 200,000 (The Network News, 1980), although this figure does not include the Mexican migrant workers who leave the migrant stream plus the Cuban, Haitian, and Indochinese refugees who are still arriving in Illinois from their homelands or other regions of the country.

Traditionally, vocational education programs have not been fully accessible in all communities to LEP populations. In instances where programs have been available, many of the programs have not been prepared to serve effectively the linguistically and culturally different students. Despite their long presence in this country,

the need to expand employment and training programs for this population was not clearly recognized until the passage of the Comprehensive Employment and Training Act (CETA) of 1973. The CETA of 1973 mandated "the teaching of occupational skills in the primary language of such persons for occupations which do not require a high proficiency in English" (Section 301, b).

In the area of vocational education, recognition of the severe language limitations of the LEP person came even later under the guise of the Education Amendments of 1976, P.L. 94-482. According to Part B, Subpart 3, Section 181 of Title II of the Amendments, a significant problem is being faced by:

> ... millions of citizens, both children and adults, whose efforts to profit from vocational training are severely restricted by their limited English-speaking ability because they come from environments where the dominant language is other than English; that such persons are therefore unable to help to fill the critical need for more and better trained personnel in vital occupational categories; and that such persons are unable to make their maximum contribution to the Nation's economy and must, in fact, suffer the hardships of unemployment or underemployment.

In 1977 the U.S. Congress took its initiative even further by passing the Youth Employment and Demonstration Projects Act (YEDPA), P.L. 95-93. In 1978 this law was incorporated largely intact, under Title IV of the Comprehensive Employment and Training Act (CETA) Amendments of 1978, P.L. 95-524, Part A. Four programs were authorized under YEDPA--each representing a different approach for addressing the problems of youth employment through a wide range of research, experimentation, and demonstration projects.

Considering the economic difficulties faced by some LEP groups, their inflated dropout rates from school, and their high representation in unskilled jobs, one of these programs, the Youth Employment and Training Program (YETP), appears to be of particular value to the in-school LEP population. Not only because it provides monetary incentives to stay in school and services such as career counseling, vocational skills training, and high school equivalency programs; but also because it allows its participants to engage in programs linking in-school academic and vocational activities with employability development services. These programs and services represent a concentrated effort to assist youth in completing school, easing their transition from school to work, and achieving job stability and advancement.

Rationale for the Study

In accordance with Title IV, Subpart 3, Section 433c (3), d (1) (2) of the Comprehensive Employment and Training Act (CETA) Amendments of 1978, each CETA prime sponsor shall use at least 22% of the annual allocation of YETP funds to serve in-school youth with programs established through linkages with local educational agencies (LEAs). The programs are designed to enhance the career opportunities and job prospects of such youth while at the same time increasing their retention in school.

In allocating their 22% share of the YETP funds, many prime sponsors throughout the U.S. have gone beyond the stipulated minimum of 22% to invest 50 to 100%, of their YETP funds in linkage programs with LEAs. However, there currently are few data available

describing how these funds are being spent, what services are being provided, and who is being served.

The Employment and Training Report of the President for 1980 (p. 37) reports that of the 373,600 and 40,000 participants served by YETP and YETP Governors' Grants respectively, approximately 4.3% and 17.3% are of limited English speaking ability. These numbers notwithstanding, there is a lack of information regarding how many of these LEP persons actually participate in the 22% linkage programs and which specific ethnic/language groups receive what kinds of services.

In Illinois, similar problems exist with regard to the limited information and data being available to describe the specific LEP populations being served, and the extent and adequacy of services provided. The Illinois Department of Commerce and Community Affairs (DCCA) provides summary data on a quarterly basis on the participation rates of the Limited English Proficiency population in YETP program(s), but as with the data provided nationally, the information is not disaggregated by language/ethnic groups, and the data being collected is informative rather than explorative in nature.

Given the void of relevant evaluative information, this exploratory inquiry was designed to begin gathering the information that would broaden our knowledge of the actual ways in which the CETA/LEA Linkage Programs are meeting the educational and training needs of the in-school LEP students. Moreover, a systematic inquiry such as this furnished information that is useful in expanding and improving YETP programs throughout the State.

Statement of the Problem

While some information is now becoming available in Illinois concerning existing linkages between CETA/YETP and vocational education programs, there is little or no specific knowledge about LEP in-school populations. Information is not available which would describe who is participating in these linkage programs, the extent and adequacy of the services provided, the problems encountered by staff and students, or recommendations for future planning and program improvement.

The statistical and programmatic information that is presently available does not appear adequate for the purpose of assessing local needs, for locating target populations in the State, and for assessing the impact and effectiveness of local linkage programs on LEP youth. The absence of such information affects both the quality and the type of programming offered to LEP students. Year-to-date, for FY 81, $4,505,573 was expended by Illinois prime sponsors in YETP programs serving 9,742 individuals (Department of Commerce and Community Affairs' Quarterly Performance Overview, May 12, 1981). The need to describe the extent to which LEP students were effectively served in each of these programs is clearly evident.

Research Questions

A series of research questions were developed to expand and focus the problem under study. More specifically, the following four major research questions guided the study to describe the extent and the adequacy of the services provided to LEP youth enrolled in selected CETA/YETP Education Linkages Programs in Illinois:

1. What LEP groups are being served by the CETA/YETP-Education Linkage Program?
2. What services are being provided through the 22% Linkage Program to LEP students enrolled in vocational education?
3. What is the quality of the services provided to LEP students in the Linkage Program as estimated by the vocational education director, the CETA in-school coordinator, and the CETA prime sponsor?
4. What is the nature and extent of the activities promoting linkages between the CETA prime sponsors and the local educational agencies (LEAs)?

Definition of Terms:

Throughout this exploratory study, several key terms were used.

Balance of State: Under CETA, that part of a state which is not included in the geographical area of a local prime sponsor (Federal Register, April 1979, Section 675.4).

Bilingual Vocational Education: Refers to programs which are designed to enable individuals with limited English-speaking ability to acquire necessary job skills by using two languages as the medium of instruction. An integral part of these programs is the teaching of vocational English as a second language (VESL) (Illinois State Board of Education, February, 1979).

Career Employment Experience: This activity is a combination of both well supervised employment (work experience or on-the-job training) and certain transition services including at a minimum career information, career counseling, and occupational information.

The ancillary transition services must also include job placement services (Federal Register, October 1979, Section 680.6 (b) (2)).

CETA: The Comprehensive Employment and Training Act-originally enacted in 1973, with Amendments added in 1978. It is a U.S. Department of Labor program providing comprehensive employment and training, career planning, supportive services, classroom and vocational training, work experience, and subsidized jobs for the unemployed, underemployed, and economically disadvantaged (National Association of Counties, 1979).

English-as-a-Second Language (ESL): The teaching of English to persons whose native language is not English (Illinois State Board of Education, February 1979).

Entered Employment Rate (EER): The rate of participants entering unsubsidized employment.

Limited English Proficiency (LEP): Any member of a national origin minority who does not speak or understand the English language in an instructional setting well enough to benefit from vocational studies, or training, to the same extent as a student whose primary language is English (Department of Adult, Vocational and Technical Education, January 1981). For the purpose of this study the term LEP was used interchangeably with CETA's Limited English Speaking (LES).

Limited English-Speaking Ability (LESA): Any member of a national origin minority who does not speak and understand the English language in an instructional setting well enough to benefit from educational programs (Illinois State Board of Education, February 1979).

Linkages: For the purpose of this study, it may be broadly defined as an association between education and the employment and training service delivery system. A synonym used in its place is coordination (Conserva, Inc., 1980).

Local Educational Agency (LEA): For the purpose of this study, a public board of education, or other public authority, legally constituted within a State for either administrative control, or direction, of public secondary schools in a city, county, township, school district, or other political subdivision of a State. Also a combination of such school districts, or counties, which are recognized in a State as an administrative agency for their public secondary schools (Federal Register, April 1979, Section 657.4).

Placement: Means the act of securing unsubsidized employment for or by a participant (Federal Register, April 1979, Section 675.4)

Prime Sponsor: A public or private corporate body eligible under federal criteria to contract directly with a federal agency for the operation of employment and training programs in a given geographic area. The most common prime sponsors under CETA are local governments (or consortia of local governments) serving a population of 100,000 or more in a specific geographical area (National Association of Counties, 1979).

Supportive Services: Services provided to clients of employment and training programs in support of training and employment activities, such as day-care, health care, and transportation allowances (National Association of Counties, 1979).

Transition Services: The services designed to prepare and assist youth to move from school to unsubsidized jobs in the labor force (Federal Register, October 1979, Section 680.6 (b) (1)).

Twenty-two Percent (22%) Linkage Funds: Refers to the CETA prime sponsors' 22% portion of the annual allocation of Youth Employment and Training Program (YETP) funds that can be used to serve in-school youth with programs established through linkages with local educational agencies (LEAs) (Federal Register, October 1979, Section 680.7 (a)).

Vocational English-as-a Second Language (VESL): The teaching of special purpose English to LEP persons which utilizes the vocabulary, situations, and lexicon specific to a vocational field or job (Illinois State Board of Education, February 1979).

Work Experience: Short term jobs in the public or private sector subsidized by a CETA prime sponsor or operator. The job site gives guidance and training, but all financial matters are handled by the CETA agency (National Association of Counties, 1979).

Youth Employment and Training Program (YETP): One of the CETA Title IV Youth Programs which provides work experiences, institutional and on-the-job training, and services to unemployed, underemployed, or in-school youth (National Association of Counties, 1979).

Limitations of the Study

1. The study did not attempt to evaluate the CETA/vocational education linkage programs serving LEP students in the State of Illinois.

2. Being of Hispanic origin, the investigator of the study has a personal and professional commitment to the continued improvement and growth of programs and services serving LEP students.
3. Limited time available for the study restricted the number of CETA/vocational education linkage programs surveyed.

CHAPTER 2

A HISTORICAL PERSPECTIVE FOR VOCATIONAL EDUCATION AND C.E.T.A. PROGRAMS

In examining the development of vocational education and its coordination with employment and training programs, one finds that antecedents of employment and training services can be traced back to the federal-state vocational education programs of 1917 and the establishment of the Vocational Rehabilitation Administration in the 1920's (Illinois Commission on Intergovernmental Cooperation, May 1979, p. 7). In more recent times, the vocational education system has played a more siginificant role in coordirating with employment and training programs since the formal initiation of such programs under the Area Redevelopment Act (ARA) of 1961 and the Manpower Development and Training Act (MDTA) of 1962. Under these two pieces of legislation, vocational education participated in the administration of classroom training programs at the state level, and in the delivery of skill training to the disadvantaged at the local level. With the advent of the Comprehensive Employment and Training Act of 1973, responsibility for the management of manpower training programs shifted predominantly from the Federal to State and local units of government (called prime sponsors). However, State vocational education agencies still retained a participatory role through the administration of five percent (5%) of CETA Title I set-aside funds for the development of linkage agreements between vocational education and CETA employment and training programs (Conserva, Inc., January, 1980, p. 1).

Recent Federal Legislation

With the enactment of the Youth Employment and Demonstration Projects Act (YEDPA) of 1977, expanding linkages between employment and training programs and local education agencies (LEAs) was viewed as one of the fundamental approaches to tackling the problem of youth unemployment. As a means of ensuring coordination, YEDPA required the allocation of a minimum of twenty-two percent (22%) of the Youth Employment and Training Program (YETP) funds to be administered under a joint prime sponsor-LEA agreement. While not mentioned specifically in YEDPA, vocational education was considered a likely recipient of these funds, especially after the 1978 CETA Amendments when the potential for coordination with vocational education expanded. Under the CETA Amendments to Title II, the vocational education set-asides was increased to six percent (6%), and one percent (1%) of the funds were made available to Governors to encourage the establishment of linkages between prime sponsors and local education agencies (Conserva, Inc., 1980, p. 1).

At the Federal level coordination became a reality, at least in theory, through a joint agreement between the Department of Labor and the Department of Health, Education and Welfare (HEW). Following the incorporation of YEDPA in Title IV of the CETA Amendments of 1978, the Office of Education's Bureau of Occupational and Adult Education and the Office of Youth Programs of the Department of Labor decided to conduct a series of national initiatives to stimulate coordination between vocational education and the employment and training system. The coordination of vocational education programs

with YEDPA was declared a top priority consideration of both, the Bureau of Occupational and Adult Education and the Office of Youth Programs (Conserva, Inc., January 1980, p. 1). As a result of these initiatives, several national and state investigations and projects were begun to evaluate and further develop the mechanisms for coordination of vocational education programs with CETA.

Studies and Projects of CETA-Education Coordination

Because YEDPA was new and encountered a late start-up, and due to an uncertainty regarding the availability of funds for 1978, it was not until fairly recently (1979) that formal studies, projects, and other means of dissemination have been brought under the focus of public awareness. Despite these early obstacles, a number of research and development efforts aimed at improved coordination between CETA and Education have been funded in the last 2½ years by the U.S. Department of Labor, the U.S. Department of Education, and state agencies across the country.

In the search for CETA-Education studies and projects a number of journals were examined. In addition, personnel were contacted at the Department of Commerce and Community Affairs and the Department of Adult, Vocational and Technical Education of the Illinois State Board of Education. In addition, assistance in identifying relevant information was requested from members of the Project Advisory Committee. Inquiries were also initiated via a computer and literature search and other informal conversations.

The results of the studies that emerged from the literature search indicated that coordination between Education and CETA was

generally successful (Conserva, Inc., 1980; U.S. Conference of Mayors study, 1979; Middle Cities Education Association Study, 1979; and Sultan, 1979). Progress toward stronger linkages was evidenced by reports of an increase in formal communication and collaboration between both systems and interlocking memberships on state and local boards and councils (Middle Cities Education Association Study, 1979). The difficulties reported were depicted as arising mostly from: (a) insufficient communication, (b) inadequate understanding of each others' program, (c) philosophical differences, (d) turf protection, (e) different budget cycles, and (f) the absence of strong coordinating mechanisms (Lamar and Owens, 1980; Wilken, 1981).

The reasons cited for the occurrence of successful linkages were good personal relationships, the dedication of the staff, and knowledgment of common goals, by both CETA and Education (U.S. Conference of Mayors Study, 1979; Sultan, 1979). Other factors that were given as essential for CETA-Education linkages to succeed were the existence of sufficient levels of information and recognition of the benefits to be derived from the coordinative enterprise (Educational Testing Service, 1980).

In addition to the aforementioned knowledge, the literature search produced information on a variety of linkage projects. Most of them aimed at identifying and improving coordination efforts either through direct activities (i.e. technical assistance, staff development, dissemination of information, etc.), or through demonstration projects (Illinois Board of Higher Education, 1980; Illinois State Board of Education, 1980). The latter included

services that purported to enhance the employability skills and general education of trainees and the ties between CETA and Education.

A few of the findings reported by the demonstration projects were similar in some respects to the outcomes of some of the studies (Lamar and Owens, 1980; Wilken, 1981) and included (a) turf problems, (b) distortion or lack of information, (c) awareness of the capacity to provide joint programs, and (d) the dispensable nature of monetary incentives in the establishment of some linkage programs. In both, the direct service projects and the demonstration projects, the populations served included disadvantaged youth such as school drop-outs and potential dropouts, handicapped populations, ex-offenders, and displaced homemakers.

In most of the linkage programs work experience was complimented by some mix of counseling and classroom services designed to develop job readiness or career employment experience. Other services that were provided ran the gamut from outreach to placement with frequent mentions of career guidance and information services. The types of institutions providing these services varied and included private proprietary schools, community and junior colleges, area vocational centers, secondary schools, skills centers and other public institutions.

Of the research and project reports that were reviewed, which made specific reference to LEP populations, a variety of program models and services were used. However, except in a couple of programs that were reported, it was impossible to distinguish the types of services provided to LEP participants. Moreover, when the heading "special needs" was used, no additional information was

provided to help the reader discern if LEP populations were included in the linkage program.

In conclusion, a comprehensive literature search of national and state information sources for research reports and programs related to CETA, education, and LEP youth was conducted which revealed very little descriptive information. It is clear that most of the existing research focused on to CETA-Education Linkage Programs in a general context, and more specifically on the CETA-Vocational Education coordination. There has been very limited attention given in the existing literature specifically to coordination between CETA's Title IV (YETP) and vocational education, especially as it affects in-school LEP populations.

CHAPTER 3

METHODS AND PROCEDURES

The focus of this exploratory study was the identification and assessment of the services provided to LEP youth enrolled in selected CETA/YETP-Vocational Education Linkage Programs in Illinois during 1980-81. The study was conceived as a two-year project with the second year's investigation expanding upon the first year's effort to examine a broader group of programs more intensively. In completing the study the following procedures were utilized:

1. Selection of six (6) CETA prime sponsors.
2. Conduct of a mail survey of six (6) CETA prime sponsors.
3. Conduct of a telephone survey of districts and LEAs having linkage agreements with their respective prime sponsors.
4. Selection of a sample of 10 LEAs that had linkage agreements serving LEP students.
5. Requesting permission of LEAs to conduct the study.
6. Developing three (3) questionnaires and conducting a mail survey of CETA prime sponsors, vocational directors, and CETA in-school coordinators.
7. Conducting follow-up telephone conversations and developing and interview schedule to conduct telephone interviews with CETA prime sponsors.
8. Conducting on-site interviews and visits to 5 LEAs.
9. Analyzing the data obtained from the CETA prime sponsors and LEA personnel.

Selection of CETA Prime Sponsors

Six (6) CETA prime sponsors were selected after an extensive review of DCCA's Quarterly Report for June 1980, the Indochinese Refugee Consortium's Caseload Map (May 1980), the Illinois State Board of Education (ISBE)'s bilingual census for 1979, and a list of community colleges and schools which had identified LEP students in their student population. To gather additional information, telephone conversations were conducted with personnel from the Illinois Migrant Council, the Department of Adult, Vocational and Technical Education (DAVTE), and the Department of Commerce and Community Affairs (DCCA). The selection of the prime sponsors proceeded according to the following criteria:

a. Concentration of populations with a high incidence of LEP persons.
b. Urban and suburban locations.
c. Diversity of ethnic/racial group(s) of students served.
d. Diversity of geographic location.
e. Diversity of prime sponsors location (Chicago, Chicago Collar Counties and Downstate; Balance of State (BOS) and other prime sponsors).
f. Diversity of type of students served (Migrant, refugee, students in special education).

Instrumental in the selection of the prime sponsors, as well as in subsequent stages of the study, was the formulation of a Project Advisory Committee (PAC). Its six (6) members were selected on the basis of their professional background and involvement in CETA and

other programs serving LEP groups. Two (2) of the PAC members were directors of CETA/YETP--Education Linkage Projects, and two (2) were administrators with State agencies. The other members included a research consultant with a private firm and a bilingual-vocational training specialist employed by a Community Based Organization. Besides suggesting alternative strategies to identify CETA prime sponsors, the PAC assisted in their selection by recommending the criteria described above. Based on the recommendations of the PAC and the selection criteria, the Project Director and Principal Investigator selected six prime sponsors. Table 1 describes the prime sponsors selected for participation in the study.

Conduct of a Mail Survey

After the six (6) prime sponsors were identified, a mail survey was designed and conducted to identify those prime sponsors and LEAs which had linkage agreements which were aimed specifically at providing employment and training programs to LEP youth. The information requested in the mail survey included: LEA's name, address and telephone number, contact person, language group(s) served, and if the agreement was with a consortium of LEAs or a single LEA.

Conduct of a Telephone Survey of All LEAs with Agreements

The original plan was to determine the appropriate LEA sample by aggregating the data received through the CETA Prime Sponsor Questionnaire. Such an activity was planned based on the assumption that the prime sponsors would have available all of the information related to the LEAs with whom they had 22% linkage agreements. Upon receipt of several of the mail questionnaires, it became evident

TABLE 1

Description of the Illinois Prime Sponsors Participating

in the Study

Prime Sponsor Designation/Location	Description of the Prime Sponsor
Northeastern	A large county prime sponsorship which represents a large urban population with a large percent of LEP individuals.
Western	A small county prime sponsorship which represents a small urban core and a medium sized suburban population with a small percent of LEP persons.
Collar I	A medium sized county prime sponsorship located near Chicago which represents a large suburban population. The county has a considerable number of LEP individuals many of whom are Indochinese refugees.
Collar III	A medium sized county prime sponsorship located near Chicago which represents a large suburban population. The county has a small percentage of LEP persons.

that this assumption was not supported by the mixed information that was provided. Some questionnaires provided data which included specific details about the LEAs involved in the agreement and the population being served. On other questionnaires this information was not available, especially when the linkage contract involved a consortium of LEAs.

Based on the data available from the CETA Prime Sponsor Questionnaire a telephone survey was initiated with: two (2) school superintendents (representing ten (10) LEAs), a consortium of three (3) LEAs, and nine (9) individual LEAs. The purpose of this survey was to collect the appropriate information needed for the selection of the LEA sample.

Selection of a Sample of Ten (10) LEAs

The population for this study consisted of all secondary and post-secondary LEAs within the four (4) prime sponsorships which had 22% CETA/YETP-Education Linkage Programs that included LEP students.

After conducting the telephone survey of two school superintendents, a consortium, and nine (9) LEAs, the conclusion was reached that existing, separate linkage programs serving LEP students were few in number. Given the small number of LEAs available in the areas surveyed, plus unexpected delays in selected districts in obtaining permission to conduct the study, the basis for selecting the ten (10) LEAs for the study essentially was availability and willingness of the LEA to participate in the study.

In addition to the most populated school district in the state, a pool of 22 LEAs having linkage programs with their respective

three (3) prime sponsors was identified. Of these, eight (8) reported having LEP students in their Linkage Programs. In the Chicago school district, from a total number of 55 LEAs that had linkage agreements during 1980-81, six (6) were assigned to the study by the Board of Education. However, in light of delays in obtaining permission to carry out the study, only two (2) of the six (6) schools assigned were included in the sample, and the remaining four (4) will be included in the second phase (1981-1982) of the investigation.

Because of the limited number of LEAs participating in the study, another issue that emerged during the selection of the sample was the question of what constitutes a vocational education program. This issue gained major importance especially in those cases (2) where the LEAs having the linkage programs had LEP students in the CETA program, but had no formal vocational education program. In two other cases, it was necessary to consider retaining schools in the sample that had LEP students in their vocational education programs, but not in their linkage programs.

In both instances, it was decided to leave the LEAs in the study for separate reasons. In the former case, the obstacle became more of a definitional dilemma in terms of deciding if the services and program provided was "vocational education". In this program LEP students were not enrolled in vocational education, but were receiving work experience through the CETA program, two hours a week of career counseling provided by a vocational teacher, and a 20-hour, 7-week course introducing them to the world of work. In the latter situation, the decision to leave the LEAs in the sample was viewed

as an opportunity to see what services were being provided to LEPs in the in-school vocational education program.

The final sample used in the study is described in Table 2. The sample included a total of ten (10) Linkage Programs serving LEP students. These programs were selected from ten (10) different LEAs in four (4) different prime sponsorships. It is acknowledged that the sample was not drawn systematically and randomly due to insufficient data regarding the nature of the programs. Also, given the time frame for completing the project, it was impossible to wait several months for selected districts to grant permission for conduct of the study. However, given the exploratory nature of the study, the sample of ten (10) LEAs which was chosen was judged to be adequate. The sample included programs operating in junior high schools, comprehensive high schools and alternative high schools. Urban, suburban, and rural communities for four (4) different prime sponsor regions of the state were included.

As the sample of LEAs was selected, a letter of permission to conduct the study in their districts was forwarded to the superintendent of each district, the vocational education directors, and the director of the CETA prime sponsor. The Project Advisory Committee was instrumental in helping to develop the procedures for introducing the study and obtaining permission from each responsible official.

Conduct of the Mail Survey

The initial phase of the study focused on collecting preliminary data about the Linkage Programs from three (3) individuals; (1) the

TABLE 2

Population and Sample for the Study

Prime Sponsor	No. of LEAs with Linkage Programs	No. of LEAs with Linkage Programs Serving LEP Students	No. of LEAs Selected for the Sample
Northeastern	55	6[1]	2[3]
Western	5	1	1
Collar I	7	5	6[3]
Collar II	N/A	0	0
Collar III	9	3	1[4]
Southern	0	0	0
TOTALS	75	15	10

[1]Assigned by the Chicago Board of Education

[2]Due to delays in obtaining permission only two LEAs were included in the sample

[3]Includes one LEA with LEP students enrolled in the vocational education program, but not enrolled in the Linkage Program

[4]All three (3) Linkage Programs were consolidated under one director and were treated by the school district as a single entity

N/A--Data not available

TABLE 3

Respondents and Rate of Return of Mail Questionnaires

Populations Surveyed	Mail Survey Sample	Respondents	Return Rate
CETA Assitant Directors/ YETP Coordinators	5	5	100%
CETA In-School Coordinators	10	9[1]	90%
Vocational Directors	8	5[1]	63%
TOTALS	23	19[2]	83%

[1]In four LEAs the CETA In-school Coordinator also served as the Vocational Director. Thus both questionnaires were completed by the same person.

[2]Two LEAs indicated they had obtained information from other staff members in completing the survey.

vocational education director, (2) the CETA in-school coordinator, and (3) the prime sponsors' assistant director, or the youth training program coordinator. The survey questions focused on preliminary data for each of the major research questions. Specific questions were developed using the CETA/YETP Rules and Regulations (Federal Register, Volume 44, No. 192, October 1979, pp. 56868-73), as well as the literature reflected in Chapter 2.

The survey questionnaires were constructed so they would facilitate the creation of a comprehensive picture of the Linkage Program from the various points of view of the respondents. At times, the questions posed were similar and allowed for comparison. At other times, they were geared to respond to the general research questions from the respondent's perspective without putting a particular emphasis on how they compared with each other.

The draft questionnaires were reviewed and critiqued by the members of the PAC for content appropriateness and clarity. Several revisions were made in the format and content of the instruments based on the comments of the five (5) PAC members and members of the project staff who reviewed the instruments. Consultants from the Survey Research Laboratory at the University of Illinois also reviewed the draft instruments and provided specific format suggestions and assisted in clarifying questions and responses.

During the second week of March the questionnaires were mailed to the three (3) individuals who were involved in each of the programs. Questionnaires were mailed directly to five (5) CETA prime sponsor assistant directors/youth coordinators. In the case of the

LEAs participating in the study, the questionnaires were bulk mailed to the superintendent or vocational administrator, and they in turn were responsible for distributing the individual questionnaire packet to each LEA cooperating in the investigation.

The number of respondents and rate of return of mail questionnaires by prime sponsor and LEA are described in Table 3. Of the twenty-three (23) survey questionnaires that were mailed out nineteen (19) were completed and returned which constituted an eighty-three (83) percent rate of return for all questionnaires. The individual return rates for each group varied as follows: 100% for the prime sponsor assistant directors, 90% for the CETA in-school coordinators, and 63% for the vocational directors.

Conducting Telephone Follow-Ups

One week following the initial questionnaire mailing, a telephone follow-up was conducted of those respondents who had not returned their pre-addressed survey receipt postcards. The telephone call inquired as to whether or not the questionnaire had been received.

Upon return of their respective questionnaires (March 18 through June 1, 1981), the prime sponsors assistant directors/YETP coordinators, the vocational director, and the CETA in-school coordinators were the objects of a second telephone contact. The purposes of the second telephone follow-up was threefold: to complete any answers which had not, or had been only partially answered, to ask for clarification of any unclear or ambiguous responses, and to pose questions, based on questionnaire responses, which would provide a more complete picture of the Linkage Program.

Developing Interview Schedules

Following a review of the CETA/YETP Rules and Regulations and responses to the mail questionnaire, an Interview Schedule was developed to elicit additional information that would expand upon the four (4) research questions addressed in the mail questionnaire. With the Interview Guide, emphasis was placed on the fourth research question of the study which focused upon activities that fostered linkages between CETA and LEAs.

Data collection using the telephone interview guide began on March 13, 1981 and was completed on May 13, 1981. Youth and training program coordinators and assistant directors were interviewed in all the prime sponsorships which initially had answered the mail questionnaire. In one instance, the interview was done on-site rather than over the phone.

Conducting On-site Interviews and Observations

The original plan for the study included conducting on-site visits, lasting 2-3 days in lenght, at three (3) of the ten (10) LEAs. These interviews were for the purposes of: (a) informally verifying information provided in the questionnaire, (b) to interview additional personnel such as administrators, ESL teachers, vocational education and bilingual education teachers, LEP students, parents of LEP students.

This objective was modified, in part, due to the complexity and difficulty of conducting extended visitations in districts which had only a handful of LEP students who were scattered in different schools and in different grades. Other difficulties arose in

conducting on-site visitations from restrictions placed on the study by selected school districts, the language background of the principal investigator, the scarce supply of interpreters, and the lack of time of those available.

Using the interview schedule five (5) 1-day, and one half-day on-site visits were conducted by the principal investigator during the months of March, April and May, 1981. The criteria used in choosing the LEAs to be visited included: (a) national origin of LEP groups in the Linkage Program (Mexican American, Puerto Rican, Laotian), (b) size (enrollment) of the Linkage Program, (c) urban and suburban locations, and (d) the presence of a demonstration project for LEP students.

The persons interviewed during the on-site visits usually included the vocational directors or the CETA in-school coordinators. Occasionally, teachers who worked with LEP students were available for questions as well as some of their assistants and students. The observations were generally classroom and laboratory visits and that included the settings where vocational education instruction was delivered.

Analyzing the Data

Given the descriptive nature of the data collected and the relatively small size of the sample, the analysis required for the purpose of this study involved computation of descriptive statistics. Initially, the data and comments from each of the four (4) instruments were sorted and classified. Responses were analyzed by individual questions and, where possible, comparison of responses from different

groups was made. The results were reported in a narrative form with the support of supplementary tables.

CHAPTER 4

PRESENTATION AND ANALYSIS OF DATA

The purpose of this study was to obtain information describing the nature and extent of linkages between CETA/YETP and education in selected programs in the State of Illinois. Other purposes of the study included: (a) to provide more precise knowledge regarding which LEP in-school populations participated in the Linkage Programs, (b) the extent and nature of the services they received, and (c) the problems encountered by staff, and students, in the provision of such services. To guide the collection, analysis, and reporting of the data, research questions were developed. A non-random sample, consisting of six (6) CETA prime sponsors and ten (10) LEAs, was selected representing the various sizes and types of CETA-Education Linkage Programs serving LEP students.

The compilation and anaylsis of data and the presentation of the findings were organized into four major areas, which were in accord with the general research questions of the study:

1. What LEP groups are being served by the CETA/YETP--Education 22% Linkage Program?
2. What services are being provided through the 22% Linkage Program to LEP students enrolled in vocational education?
3. What is the quality of the services provided to LEP students in the Linkage Program as estimated by vocational education directors, the CETA in-school coordinators, and the CETA prime sponsor administrators?

4. What is the nature and extent of the activities designed to promote linkages between CETA and the LEAs?

LEP Populations Served

Through inspection of the data received from the six (6) prime sponsors, it was determined that only four (4) of the six (6) prime sponsors originally included in the study had YETP Linkage Programs which served in-school LEP students during 1980-81. Over half of the Linkage Programs occurred in suburban areas, and 80% of them involved financial arrangements between the LEAs and the prime sponsors. In addition, of the ten (10) LEAs included in the study, five (5) had a total enrollment of less than 1,000 students (grades 8-12), three (3) had high school enrollments between 1,000 and 2,000 students, while two (2) LEAs had student enrollments of more than 2,000.

In Table 4 an overview is provided of the number of students served in the Linkage Programs. The information revealed the fact that in the programs studied LEP students as a group had a representation in the Linkage Program that was 3½ times greater (32%) than their incidence in the LEP population (9.6%). An analysis by individual LEA showed that LEP students were served in seven (7) of the programs, at an equal or high rate than their incidence in the LEA population.

This table also revealed that five (5) of the LEAs that had linkage agreements with their respective prime sponsors were high schools, three (3) were Junior high schools, and two (2) of them included combinations of high schools, adult education centers, and

TABLE 4

Analysis of the Number of Students Served in the Linkage Programs

Prime Sponsor	LEA I.D. Number	Type of LEA Having Linkage Agreement	Number of Students in LEA *	Number of LEP Students in LEA *	%	Number of Students in Linkage Program *	Number of LEP Students in Linkage Program *	%
Northeastern	1	High School	1,625	252**	15.5	27	4	15
	2	High School	4,000	562**	14.1	60	0	0
Western	3	High School	2,500	150	6	32	5	15.6
Collar III	4	High School/ Alternate Program	450	12	2.7	8	8	100
Collar I	5	Junior High School	789	73	9.3	12	12	100
	6	Junior High School	730	42	5.8	4	0	0
	7	High School	1,520	75	4.9	10	4	40
	8	Junior High School	600	12	2	5	2	40
	9	High School	1,900	236	12.4	47	31	66

TABLE 4 (cont.)

Analysis of the Number of Students Served in the Linkage Programs

Prime Sponsor	LEA I.D. Number	Type of LEA Having Linkage Agreement	Number of Students in LEA *	Number of LEP Students in LEA *	%	Number of Students in Linkage Program *	Number of LEP Students in Linkage Program *	%
Collar I (cont.)	10	Alternative High School (Adult Ed. Center)	90	1	1.1	3	1	33
Collar II	No Linkages with LEAs Serving LEP Students							
Southern	No Linkage Projects With LEAs							
		TOTAL	14,714	1,415	9.6	208	67	32.2

* Total enrollment figures as reported by the LEAs
** N/A from LEAs. Total enrollment figures as reported by the 1980 Bilingual-Vocational Education Project, Arlington Heights, IL

alternative schools. It is interesting to note that none of the agreements included community colleges or area vocational centers. The inclusion of different types of LEAs with different types of enrollments provided a cross section of LEAs within the four (4) regions surveyed.

Table 5 revealed that among the students served, the ethnic/language group that consituted a majority (about 60%) of the participants in the Linkage Program were the Laotians. Hispanics (Mexican Americans) were the next most frequently served group at 16%. As a group, Asians consituted about 80% of the LEP population in the Linkage Program, Hispanics were about 19% and American Indians less than 1%. Among the LEP students attending the seven (7) LEAs that provided information on the sex of the participants, females were in the majority representing almost 60% of the total enrollment of LEP individuals in the Linkage Program.

In Table 6, the percentage of LEP participants in the in-school Linkage Program was compared to two (2) other descriptive statistics: the total percentage of LEP persons participating in all titles (programs) of the six (6) CETA prime sponsors, and the incidence of different ethnic/language groups in the general population of the geographic region served by each prime sponsor. Among the four (4) prime sponsors who operated Linkage Programs serving LEP students, three (3) reported a rate of student participation in the in-school Linkage Program that was higher than the incidence of LEP persons, or incidence of persons from different ethnic/language groups, in their respective populations.

TABLE 5

Analysis of the Type of Students Served in the Linkage Programs

LEA	Type of LEA Where Linkage Program is Located	# of LEP Students in Linkage Program	LEP Students in Linkage Programs by Ethnic/ Language Group	LEP Groups Served			Sex	
				Hispanic	Asian	Native American	# of Male	# of Female
1	High School	4	4 Urban Mexican-American	4			1	3
2	High School	0						
3	High School	5	Urban Mexican Americans and Laotians	N/A	N/A		N/A	N/A
4	High School/ Alternative School	8	2 Urban Mexican- Americans, 3 Laotians and 3 Hmong	2	6		5	3
5	Junior High School	12	1 Urban Mexican-American, 8 Laotians, 2 Cambodians, and 1 Native American	1	10	1	4	8
6	Junior High School	0						
7	High School	4	1 Urban Mexican-American and 3 Laotians	1	3		4	0
8	Junior High School	2	2 Cambodians		2		0	2
9	High School	31	2 Urban Mexican-Americans, 1 Puerto Rican, 25 Laotians, and 3 Vietnamese	3	28		12	19
10	Alternative High School (Adult Ed. Center)	1	1 Puerto Rican	1				1

TABLE 6

Estimated 1980-81 Rate of Participation of LEP students in the In-School Linkage Programs as Reported by the CETA Prime Sponsors

County	Total Population (1980 Census)	Population from Ethnic/ Language Groups (1)	%	Total CETA Program Participants (All Titles)	LEP Participants (All Titles)	%	LEP In-School Linkage Program	%
Northeastern	3,005,072	497,324	16.5	82,846	13,337	16.1	285	2.1
Collar 1	278,405	28,272	10.2	1,212	125	10.3	21	16.8
Collar II	440,372	27,944	6.3	1,500	200	13.3	0	0
Collar III	355,042	17,732	5.0	1,149	43	3.7	3	7.0
Western	165,968	8,355	5.0	960	61	6.4	7(2)	11.5
Southern	61,522	1,507	2.4	N/A	N/A			

(1) Includes American Indians, Eskimo, Aleutians; Asian and Pacific Islanders; Cuban, Puerto Rican, Mexican-Americans, Latin Americans and other persons of related background.

(2) Total for Youth Training Demonstration Program--a Federal program collapsing all youth programs.

Services Provided to LEP Students

In order to facilitate the presentation of the findings for this part of the study the material was divided into several sub-sections: outreach services, transition and career employment services, and other related services.

Outreach Services. In regard to the special efforts made for the recruitment of LEP students into the Linkage Program, all four (4) prime sponsors in the study indicated that their special efforts entailed the recruitment of LEP students first, through other LEP program participants, and secondly, through the local media (e.g., radio, T.V., newspapers) and promotional materials (e.g., brochures). Both English and the native language were used to publicize the Linkage Program and the services available, according to the prime sponsors.

When vocational education directors were queried about whether or not special efforts were made by the LEAs to recruit LEP students, of the nine (9) who responded five (5) said "yes", and four (4) said "no". Among the additional comments made by the group responding "yes" were:

> "Yes, by notifying such students (LEP) of program and assisting them to sign up"
>
> "Yes, identification through bilingual program"
>
> "Yes, through the district office"

Another comment offered was:

> "No, don't have to recruit since they come on their own. Also a freeze has been put on the number of positions available and have to discourage students from applying."

Most of the vocational directors indicated that they were satisfied with the way in which recruitment was handled. When they were asked about the person(s) assisting in the recruitment of LEP students for the Linkage Program, observations such as the following were made:

> "There is a waiting list of about 70-80 students who want to participate, thus there is no need to recruit."
>
> "They come on their own to the coordinator. They usually learn of program through their friends."

Others noted that the person(s) aiding with recruitment of LEP students included: the Special Needs Cooperative Education Coordinator, the teaching staff, the social worker, and the CETA Director.

The CETA in-school coordinators concurred with the informality of outreach services with such comments as the following:

> "The students come to coordinator"
>
> "We don't have to recruit anyone."
>
> "Coordinator has a waiting list and no recruitment is needed."
>
> "Administrator makes announcements through (the school's) intercom."

Transition and Career Employment Experience Services. Table 7 provides a summary of the most frequently provided transition and career employment services as reported by the LEAs and prime sponsors. These services are identified from the CETA/YETP Rules and Regulations (Section 680.6 (b)(1)(2)) as potentially useful services to be made available to participants in YETP programs. See Table 7A for a complete list of potential services. The

TABLE 7

Most Common Transition and Career Employment

Services Provided by LEAs and Prime Sponsors

Services	Services Being Reported By All LEAs and Prime Sponsors				Services Being Reported By Some But Not All LEAs and Prime Sponsors			
	Non-LEP		LEP		Non-LEP		LEP	
	LEAs	CETA	LEAs	CETA	LEAs	CETA	LEAs	CETA
Outreach		4		4				
Assessment		4		4	6		6	
Career Counseling					6	4	5	3
Career Information		4		4	6		5	
Occupational Information		4		4	6		5	
Activities promoting education to work transition	7		6					
Placement Services					6	3	6	4
Work Experience	7	4	6	4				
Supportive Services						3		3

TABLE 7A

Potential Transition and Career Employment Experience

Services for Inclusion in In-School Linkage Programs

Services
Transition Services
Outreach
Assessment
*Career Counseling
*Career Information
*Occupational Information
Literacy Training
Bilingual Training
Bilingual Counseling
*Placement Services
Vocational Training
Institutional Skill Training
*On-the-Job Training (OJT)
*Work Experience (WE)
High School Equivalency
Supportive Services
Activities Promoting Education to Work Transition
Vocational Exploration
Assistance to Employers in Developing Job Opportunities for Youth
Referral Services

TABLE 7A (cont.)

Potential Transition and Career Employment Experience

Services for Inclusion in In-School Linkage Programs

Services
Career Employment Experience Services
*Career Counseling
*Career Information
*Occupational Information
*Placement Services
*On-the Job Training (OJT)
*Work Experience (WE)

Source: YETP Rules and Regulations, Section 680.6 (b)(1) and (2), October, 1979

* As a minimum, these transition services should be provided in the Career Employment Experience Program

original mail survey contained a list of twenty-two (22) services which included bilingual counseling, ESL, and VESL.

It is interesting to note that "activities promoting education to work transition" and "work experience" services were provided by all LEAs. The principal services provided by all prime sponsors included: outreach, assessment, career information, and occupational information. Six (6) of the seven (7) LEAs that responded also provided assessment, career counseling and career and occupational information services. Job placement services were mentioned as being provided by six (6) of the LEAs and all four (4) of the prime sponsors. In nearly all cases the services provided to non-LEP students were also provided to LEP students.

Table 8 gives an overview of the thirteen (13) transition services that were adapted to serve LEP students and the extent that special staff were used in providing these services. According to all prime sponsors surveyed, five (5) of these services (outreach, assessment, career counseling, career information and occupational information) were the most frequently adapted in their Linkage Programs. In addition, when the prime sponsors addressed the question of which services were provided by bilingual personnel, most of them cited outreach, assessment, career information, literacy and bilingual training, from the list provided.

Other Related Services. This section described additional and unique services that pertain specifically to LEP populations in Linkage Programs. The following paragraphs discuss: assessment of language proficiency, instructional materials, instruc-

TABLE 8

Number of Prime Sponsors Providing Transition Services that were Adapted to Serve LEP Students*

Transition Services	Services Adapted to Serve LEP Student	Services for Which Special Staff Was Provided
Outreach	4*	3
Assessment	4	3
Career Counseling	4	2
Career Information	4	3
Occupational Information	4	2
Literacy Training	3	3
Bilingual Training	3	3
Placement Services	3	1
Vocational Training	2	2
Institutional Skill Training	1	-
On-the-Job Training (OJT)	2	1
Work Experience (WE)	3	2
Supportive Services	2	2
Other	2	-

*Number of Prime Sponsors

tional approaches, awarding of academic credit for work experience, and inclusion of cultural heritage/values in curriculum.

In assessing LEP students' English language proficiency, six (6) CETA in-school coordinators mentioned that several areas of ability (speaking, writing, reading, listening-comprehension) were tested. The frequency with which proficiency was evaluated varied. Of the five (5) LEAs responding, three said that proficiency was assessed "prior to entrance" and "upon completion of the program", and two (2) other LEAs responded: "at different times during the year", and "not at all."

Instructional materials were usually provided in the LEP students' native language, according to four (4) of the six (6) CETA in-school coordinators. Five (5) coordinators mentioned that they used a variety of audio-visual, multi-media, and self-instructional materials. Only one of the respondents reported having developed materials in the native language of the LEP students.

For the types of ESL and VESL materials utilized to instruct LEP students, one (1) coordinator indicated that they used a variety of audio-visual, multi-media, and self-instructional materials for ESL. For VESL, the same three types of materials were reported by two (2) of the CETA in-school coordinators. Regarding whether materials for vocational instruction were commercially-prepared, adapted, or modified, most (five (5) out of seven (7)) in-school coordinators indicated that they were partially modified or adapted.

According to eight (8) CETA in-school coordinators, the approach most "often used" to train LEP students in the Linkage Program was "instruction conducted in English." The other approaches (ESL, VESL, bilingual education) received so few responses in comparison with the instruction being conducted in English, that the interviews were used to ascertain what was used. Of the ten (10) LEAs in the sample, four (4) reported having bilingual education and bilingual-vocational education programs. Eight (8) of the ten (10) LEAs made some form of ESL available to their LEP population. However, it appeared that only four (4) LEAs coordinated ESL instruction with vocational education. From both the questionnaire and the on-site interviews, it appeared that only one (1) LEA used VESL "once in a while."

Concerning the individuals who were directly involved in the instruction of LEP students in the Linkage Program, five (5) of the eight (8) CETA in-school coordinators who responded ascribed such responsibility to an English-speaking (monolingual) vocational education instructor. Four respondents also cited resource persons such as regular teachers and YETP coordinators, and three cited ESL instructors. Other responses included persons such as bilingual-vocational education instructors, bilingual paraprofessionals, bilingual instructors, and bilingual ESL instructors. Thus, it appeared that a variety of instructional personnel are directly involved in most Linkage Programs.

Regarding the issue of awarding academic credit for the work experience and on-the-job training, the ten (10) vocational

directors were divided. Half of the respondents indicated it was a problem while half said it was not. Among the comments received were:

> "Only certain people can award credit for working. You must be certified to give credit. For vocational educators who are not certified this is a problem."
>
> "No credit can be given for any work experience or training acquired through the Linkage Program."
>
> "You can give it but it is hard to justify it (the credit). The District is loose about it and no formalized policy exists."

Among the vocational directors who responded that award ng credit was not a problem, two (2) indicated that all LEP students received either junior high school or high school credit for their work experience. Two other directors indicated that high school or community college credit were also provided for their work experience.

In response to the question "Is appreciation for the cultural heritage and values of the LEP students build into the regular school curriculum?", nine (9) of the vocational directors said "yes" and one (1) responded "don't know." However, the responses given by the CETA in-school coordinators who worked in the same LEAs were somewhat different. Six (6) said "yes", two (2) said no, and two (2) gave no answers. In explaining how this activity was carried out some of the vocational directors responded as follows:

> "This is provided in the bilingual classes and efforts have been made to make all students more appreciative of the cultural heritage and values of these students."

"In English class students read novels. It is also covered in Social Studies, Latin American History, and Anthropology."

"A great deal of time is spent on the 'different strokes for different folks' concept."

"We have an active human relations faculty committee. We have produced two cross cultural understanding and informational video tapes. These tapes and follow-up activities are available for classroom use. We also have a cross-cultural communication committee of 16 students... and an International Students Club that has an annual music program. (Moreover) culture is interjected in the ESL classes, plus we have a class on Hispanic poetry and prose."

Factors Affecting the Availability of Services. The study of these ten (10) Linkage Programs also focused upon several factors which could possibly affect the types and extent of services available to LEP students. Factors such as staff in-service training, the availability of technical assistance, labor market assessments, and special LEP resources were examined via the mail questionnaire and on-site interviews. In addition, some of the observations made in the course of the study revealed two additional factors: services omitted from the linkage program and the lack of co-ordination between the prime sponsors and the LEAs.

One of the factors impinging upon the services available for the in-school LEP population was the number of teachers and administrators who had had formal training--either coursework or in-service training--related to the LEP participants' linguistic needs and cultural characteristics. According to seven (7) CETA in-school coordinators who reported having teachers and administrators serving LEP students, only three (3) reported having some staff with formal training.

Of the ten (10) vocational directors responding to the mail questionnaire, four (4) (the highest number) indicated that the in-service was provided "whenever we feel it is needed." The remaining responses suggested that in-service was seldom provided. Several directors noted that: "In-service staff training is not formalized, but there is communication among teachers about cultural differences."

The extent of the availability of technical assisstance, provided to LEAs by the prime sponsors was also examined. Three (3) of the four (4) prime sponsor assistant directors did indicate that technical assistance and some staff in-service training was provided to the LEAs operating Linkage Programs. The staff in-service programs for LEA staff focused heavily upon orientation to CETA, services available, and processes and criteria for determining client eligibility. The technical assistance focused on responding to LEA questions regarding program development, projecting enrollments, and determining client eligibility.

In addressing the need of LEP participants in the Linkage Program for fresh training opportunities in the job market, seven (7) vocational directors indicated that they maintained a current list of potential worksites that LEP trainees could select from. In addition, the seven (7) vocational directors also reported that periodic analyses were made of available opportunities for LEP students within the local job market. Some of the directors added that:

(I do it) "Before the year starts and keep abreast of new opportunities that open throughout the year."

(It is) "done regularly by building coordinators."

"It (labor market forecasts) come from CETA office and district coordinator. The latter informs the school about available opportunities."

"The district CETA coordinator does it."

Similar responses were given by all four (4) prime sponsors to the questions related to the labor market assessment and the periodical analysis of the available training and/or job placement opportunities for LEP trainees. The comments provided for the frequency with which both of these activities were conducted alluded to the fact that they were usually done by the prime sponsors' research department monthly, biannually, or annually.

In response to the question: "Do you have excess--additional--costs when you provide services to LEP students?", five (5) vocational directors and four (4) CETA in-school coordinators provided positive responses. From both groups it appeared that "special or additional staff" and "special services to students" were the most frequently mentioned excess costs. Responses were also given for "special instructional materials" and "special training for staff."

Within the 22% Linkage Programs studied, no funds were earmarked specifically to serve LEP students by any of the prime sponsors. They also indicated that none of the participants in the programs studied were served by funds from other CETA programs or titles (e.g., Title IIB). The cost of some of the items needed

for the services provided by the LEAs to LEP participants in the Linkage Program was shared in part, or totally in some cases, by the prime sponsors. All four (4) of them paid completely for student wages, and two (2) paid for the total cost of LEP school materials and equipment. In regard to LEP school materials and supplies and teacher and/or administrator salaries, two (2) directors said that CETA paid for all materials, supplies, and salaries, and three (3) stated that CETA only paid part of the expenses. In relation to employer-shared costs, a vocational director stated:

> "There are times when the employers like the kids and they add money to the basis salary."

When CETA prime sponsors were asked if they provided special resources (such as funds, support services, training programs) for LEP students in the Linkage Programs all four (4) answered positively and added:

> "If a language problem exists LEP students go to bilingual education section of the school and they refer them to slots in YETP programs."

> "Yes, by referring such persons who needed funding to get assistance from places like Public Aid and by making available support services--like baby-sitting, etc.--and various training programs--welding, industrial maintenance, GED, etc."

> "Yes, an ESL class for Hispanics."

Relative to a query about any special position(s) created through the Linkage Program to provide services for LEP students, half (5) of the vocational directors answered "yes" and half (5) said "no." Several vocational directors noted that instructional,

paraprofessional, and coordinator positions had been added to the Linkage Program. Other directors noted that the Linkage Program had become an added responsibility of vocational teachers or assistant principals.

Observations made during the course of the study revealed that several of the services provided by the LEAs to LEP students were often not included in the Linkage Program. These services were: bilingual counseling, bilingual-vocational education, bilingual education, ESL, and VESL. Also, there seemed to be insufficient coordination between the prime sponsors and the LEAs. This was evident in some of the services (e.g., language and vocational assessment) where there appeared to be a lack of agreement in what was actually provided through the Linkage Program. In addition, there were definitional differences. What constituted a service (e.g., institutional skills training, career and occupational information) was not defined similarly by CETA and the LEAs. This opened to question the validity of some of the information gathered, and for the purpose of the study it sometimes made the comparison of the data difficult.

Quality of the Services Provided

Rating of Transition Services and Career Employment Services

Table 9 reports the adequacy ratings supplied by the CETA prime sponsors, vocational directors, and CETA in-school coordinators for the transition and career employment experience services provided to students in the Linkage Program. Not all services were rated by all of the survey respondents. It appears

TABLE 9

Adequacy Ratings of Transition and Career

Employment Services Provided for All Students

Service	CETA In-School Coordinators (N=7)	Vocational Director (N=5)	Prime Sponsors (N=3)
Outreach			2.5
Assessment	3.3	2.0	3.6
Special Assessment (Bilingual, in Mother Tongue)	3.8		
*Career Counseling	3.2	3.5	2.6
Bilingual (Career) Counseling	3.7	2.3	1.7
*Career Information	3.6	1.7	2.5
*Occupational Information	3.6		2.3
Activities promoting education to work transition	3.2	2.0	
Literacy Training			2.5
Skills Training	3.5	2.0	
Bilingual Training			1.5
Vocational Training			3.0
Institutional Skill Training			3.0
*On-the-Job Training	4.0	3.0	2.7
*Work Experience	3.3	3.2	2.3
Vocational Exploration	2.9	1.7	
English-As-A-Second-Language		3.7	3.0
Vocational English-As-A-Second-Language		2.5	1.5

TABLE 9 (cont.)

Adequacy Ratings of Transition and Career

Employment Services Provided for All Students

Services	CETA In-School Coordinators (N=7)	Vocational Director (N=5)	Prime Sponsors (N=3)
Remedial or Tutoring Services		3.0	
Assistance to employer in developing job opportunities for LEP students	3.7	2.7	
Supportive Services	1.8	3.0	3.5
High School Equivalency	4.0		3.0
Referral Services	3.4	2.3	
*Job Placement Services	3.0	2.7	2.2
Follow-up Services		2.5	
Overall Average for Service Ratings	3.4	2.6	2.6

Rating Scale: Excellent 4, Good 3, Fair 2, Poor 1

* Career Employment Services

that this may have inflated the ratings provided. In response to the lack of services that addressed some of the special needs of LEP students, additional services (namely, special assessment, supportive services, bilingual counseling, ESL, and VESL) were added to the survey.

The seven (7) CETA in-school coordinators who evaluated the transition and career employment services for the Linkage Program participants rated most (75%) of these services as "good" (3.0-3.8 on a four (4) point scale). The average rating for all services rated by the coordinators was between good and excellent ($\bar{x}$ = 3.4). The services that appeared to be highly rated (above 3.5) were: bilingual assessment, bilingual counseling, career and occupational information, skills training, and assistance to employers in developing job opportunities for LEP students. Two services, on-the-job training and high school equivalency, were rated as excellent. However, given that the adequacy of these two (2) services was assessed by few (1 or 2) respondents, the ratings and resultant mean values of "excellent" are most likely inflated. The only service that received ratings of less than fair (1.8) from the CETA in-school coordinators was supportive services.

The five (5) vocational directors rated 53% of the transition and career employment experience services "fair" (2.0-2.7) and 35% of them as "good" (3.0-3.4). The average rating for all services evaluated by the vocational directors was above fair($\bar{x}$ = 2.6). The services that appeared to be highly rated (above 3.5) were career counseling and English-as-a-Second Language (ESL). The

services that received ratings of less than fair were career information and vocational exploration.

Among the three (3) CETA prime sponsors, 35% of the transition and career employment services were rated as "good", and 47% were rated as "fair." The average rating for all services evaluated by the prime sponsors was better than fair ($\bar{x}$ = 2.6). The services that appeared to be highly rated (above 3.5) were assessment and supportive services. The services that received ratings of less than fair (2.0) were bilingual counseling, bilingual training, and vocational English-as-a-Second Language (VESL).

In summary, in Table 9 the services evaluated as "fair" and "good" by all three types of respondents (CETA in-school coordinators, vocational directors, and CETA prime sponsors) were: assessment, career counseling, on-the-job training, work experience, and job placement services. Among all three (3) types of respondents, the CETA in-school coordinators had the highest average rating (3.4) for the adequancy of transition and career employment services provided through the Linkage Program. However, such a high rating should be viewed with caution because the coordinators were directly responsible for program services and had a vested interest in seeing them rated highly.

Table 10 provides ratings of all Career Employment Experience services given to students in the Linkage Program. The information was extracted from Table 9 and reported by individual respondent (seven (7) CETA in-school coordinators, three (3) CETA prime sponsors, and five (5) vocational directors).

TABLE 10

Summary of Ratings for Career Employment Experience

Services Provided to Students in the Linkage Program

Career Employment Experience Services	CETA In-School Coordinators	Vocational Directors	CETA Prime Sponsors
Career Counseling	3.2	3.5	2.6
Career Information	3.6	1.7	2.5
Occupational Information	3.6		2.3
On-the-Job Training	4.0	3.0	2.7
Work Experience	3.3	3.2	2.3
Placement Services	3.0	2.7	2.2
Overall Average	3.5	2.8	2.4

Rating Scale: Excellent 4.0, Good 3.0, Fair 2.0, Poor 1.0

The seven (7) CETA in-school coordinators rated most five (5) of the six (6) career employment services (career counseling, career information, occupational information, on-the-job training, work experience, and placement services) as "good" (3.0-3.6). On-the-job training was rated "excellent" by only two (2) of the coordinators, thus the rating may have been inflated. The average rating provided by the in-school coordinators for the career employment services was the highest (3.5) of all three (3) groups of respondents.

The five (5) vocational directors provided ratings for five (5) of the six (6) career employment services. Services such as career counseling, on-the-job training, and work experience were rated "good" (3.0-3.5) by the directors. Placement services was rated "fair" (2.7) and career information "poor" (1.7). The average rating for the vocational directors was between fair and good (2.8). In regards to the three (3) CETA prime sponsors, their rating for the career employment services ranged from "fair" (2.2) to better than fair (2.7). In comparison to the other two (2) types of respondents (CETA in-school coordinators and the vocational directors), the prime sponsors' average rating for the career employment services was the lowest of the group.

"Other" Services. This section discusses two (2) types of information related to the Linkage Program: (a) the ratings of services and general factors affecting the quality of the services provided in the Linkage Program, and (b) the ratings, and assessment of the adequacy, of specific factors affecting the services provided in the Linkage Program. These specific factors reviewed include: ratings of the equipment and learning materials used by LEP

students, the Entered Employment Rate (EER), preparing LEP students for an occupation, dropouts from the Linkage Program, frequency of the assessment of services provided through the Linkage Program, essential services that were missing, and major difficulties encountered in the Linkage Program.

Table 11 informs about the ratings of services and general factors affecting the quality of services provided in the Linkage Program. The ten (10) vocational directors rated over one-third (38%) of the services/factors as "fair" (2.0-2.8). The remaining ratings were evenly distributed (31% each) between "good" and "poor." The only service/factor that appeared to be highly rated (above 3.5) was the "district admininistration commitment to improving services for LEP students." "Poor" (1.0-1.8) ratings were given to the following three (3) services/factors:

> "Visits by parent or other members of the community to different components of the 22% Linkage Program."
>
> "Cooperation with Linkage Program from Parent Advisory Council and Advisory Council for Vocational Education."
>
> "The rate of placement of LEP students in unsubsidized employment."

The average rating for the service/factors evaluated by the vocational directors was slightly better than fair (2.4).

Table 12 reports the ratings of services and general factors affecting the quality of the services provided to students in the Linkage Program. The four (4) prime sponsors rated most (75%) of the services/factors as "good" (3.0-3.5). "Efforts to commit the school district to award school credit(s) for on-the-job training and work experience acquired through the 22% Linkage Program" was

TABLE 11

Ratings of Services and General Factors Affecting the Quality of the Services Provided to Students in the Linkage Program

Services/General Factors	Ratings
Orientation program to acquaint LEP students and parents with the services provided by the 22% Linkage Program	2.0
Efforts to recruit LEP students in the 22% Linkage Program	2.0
Visits by parents or other members of the community to different components of the 22% Linkage Program	1.0
Cooperation with Linkage Program from Parent Advisory Council	1.7
Cooperation with Linkage Program from Advisory Council for Vocational Education	1.5
Cooperation and technical assistance with Linkage Program from the CETA Prime Sponsor	3.0
Inservice training to prepare staff to deal with the cultural and linguistic needs of LEP Students	2.3
Efforts to award school credit(s) for on-the-job training, or work experience, acquired through the 22% Linkage Program	2.2
District administration commitment to improving services for LEP students	3.6
Relationship between teachers working with the Linkage Program and teachers in other programs	2.8
Readiness of designated staff to deal with the cultural and linguistic characteristics of LEP students	3.4

TABLE 11 (cont.)

Ratings of Services and General Factors Affecting the Auality of the Services Provided to Students in the Linkage Program

Services/General Factors	Ratings
Rate of placement of LEP students in unsubsidized employment	1.8
22% Linkage Program in general	3.3
Average Rating	2.4

Rating Scale: Excellent 4, Good 3, Fair 2, Poor 1

Source: Ten (10) Vocational Directors

TABLE 12

Ratings of Services and General Factors Affecting the Quality of the Services Provided to Students in the Linkage Program

Services/General Factors	Ratings
Advertising program to acquaint the LEP community with the services and resources available through the 22% Linkage Program	3.0
Efforts to recruit LEP students in the 22% Linkage Program	3.3
Utilization of community resources (Community Based Organizations, parent groups, ethnic associations, etc.) to recruit LEP students	3.2
The cooperation and technical assistance you provide to the schools that participate in the 22% Linkage Program	3.3
Efforts to commit the school district to award school credit(s) for on-the-job training and work experience acquired through the 22% Linkage Program	3.5
The cultural and linguistic readiness of your staff to serve the needs of LEP students	2.8
The rate of job placement of LEP students in unsubsidized employment	2.0
School orientation program to acquaint all LEP students with the services provided by the Linkage Program	2.3
School efforts to recruit LEP students in the 22% Linkage Program	3.0
School administration commitment to improving services for LEP students	3.0
The publicity of services available through the Linkage Program	3.2

TABLE 12 (cont.)

Ratings of Services and General Factors Affecting the Quality of the Services Provided to Students in the Linkage Program

Services/General Factors	Ratings
The publicity of funding information available through the Linkage Program	3.2
The inservice training provided to local service providers	3.3
Special resources provided to LEP students (interpreters, etc.)	3.3
Entered employment rate of students in Linkage Program	1.0
The 22% Linkage Program in general	3.2
Average Rating	2.9

Rating Scale: Excellent 4, Good 3, Fair 2, Poor 1

Source: Four (4) CETA Prime Sponsors

the only service/factor rated highly (3.5). A rating of "poor" (1.0) was given to one service/factor: the "Entered Employment Rate of students in the Linkage Program." The average rating for all the services/factors in Table 12 was slightly below "good" (2.9).

In Table 13, five (5) CETA in-school coordinators provided ratings for the quality of the equipment used by the LEP students in the Linkage Program. All four (4) elements (quantity, quality, relevance, and appropriateness for learning purposes) were rated "fair" (2.3-2.6) by all respondents. In Table 14, the overall quality of the learning materials used by LEP students in the Linkage Program was addressed. Five (5) CETA in-school coordinators rated the quantity, variety, content difficulty, ease of adaptation to instruction, and relevance of the materials for vocational instruction as "fair" (2.2-2.4). Regarding the quality of the VESL instructional materials, no final rating was really provided since only two (2) of the five (5) coordinators provided responses for that category.

In response to an inquiry made about the rate at which LEP students in the Linkage Program were entering unsubsidized employment, only one from the four (4) prime sponsors, gave some information and the rest entered zeros (or stated that the information was not available). The vocational directors provided some but not complete answers to the same question. Some of the comments provided by the prime sponsors were as follow:

TABLE 13

Ratings of the Quality of the Equipment

Used by LEP Students in the Linkage Program

Element	Ratings
Quantity	2.4
Quality--in good condition, safe,well maintained	2.6
Relevance--replicate equipment used in actual jobs	2.5
Appropriate for learning purposes	2.3

Source: Five (5) CETA In-School Coordinators

TABLE 14

Ratings of the Quality of the Learning Materials

Used by LEP Students in the Linkage Program

Element	For Vocational Instruction (5 In-school Coordinators)	For VESL Instruction (2 In-school Coordinators)
Quantity	2.2	2.0
Variety	2.2	2.0
Content Diffiulty	2.2	1.5
Ease of Adaptation to Instruction	2.4	2.0
Relevance to Instruction	2.4	1.5

Source: CETA In-School Coordinators

> "In-school programs' purpose is more for dropout prevention and to help students stay in school, go to college, or get into a job (career). The training is emphasized more than the job placement.
>
> "We are referring to placement on unsubsidized jobs. There is no information about this on the Management Information System (MIS). We would have to call different programs in the city to be able to answer this question."

In terms of preparing LEP students for an occupation, half (2) of the four (4) prime sponsors who answered a related question said that the Linkage Program would help LEP students find and maintain a job. Four-fifths (8) of the vocational directors who answered (10) the same question gave the same response. When asked about what was expected for LEP students from the Linkage Program, two-thirds of the directors chose the response: "To get a job doing what they are learning in the 22% Linkage Program." In terms of preparing students for an occupation, a related comment furnished by one of the prime sponsors said: "Keep in mind that the emphasis of the Linkage Program is on career awareness and job preparation as a career."

In answering a query dealing with the issue of the criteria upon which were based the services provided to LEP students in the Linkage Program, half (5) of the ten (10) vocational directors responding entered "on skills that prepare them for the labor market." The second most frequently chosen response was "student interest" and "other". Regarding this last classification the respondents stated:

> "Career guidance, self-awareness and introduction to the world of work."

"Basic job skill requirements/experience--punctuality, what job entails, what can cause a termination."

"Areas available for employment."

"Job availability."

When asked about the number of students who dropped out of the 22% Linkage Program, four (4) LEP and seven (7) non-LEP students were reported by the seven (7) CETA in-school coordinators who answered. A related question was asked of the vocational directors inquiring whether or not they considered dropping out of school to be a major problem for LEP students in the Linkage Program. Six (6) of ten (10), said "no" and the comments were:

"Not so far. A few Indochinese may want to dropout to work because their economic necessity is great."

"Yes for Hispanics, no for Laotians."

In contrast to the last question, when the directors were queried about the idea that dropping out of school could constitute a problem affecting LEP students who were not enrolled in the 22% Linkage Program, six (6) of the ten (10) respondents seemed to corroborate in part this assumption with their positive responses. Some added:

"Yes for Hispanics, no for Laotians."

"It chould be since students are at a disadvantage by not having an incentive to stay in school."

About the services that were essential but were missing from the 22% Linkage Program, some of the comments from the CETA in-school coordinators were:

"LEPs are not being recruited into Linkage Program."

"We need to establish a formal program for these students. At the present time this high school is having problems just keeping afloat. Therefore a program designed to meet the needs of LEP students is very unlikely...."

"Our program does not have a clientele--too few in number--in this area to warrant the additional expense and facilities to answer the above realistically."

"Translating materials to Laotian."

"We are currently working on development of vocational and career counseling in two native languages (Spanish and Lao)."

For the same question, the following are examples of the commentaries supplied by the vocational directors:

"Counseling for family and school to get contact going. Establish a program to deal with their cultural needs...Help them (Hispanics) to go to college and go back to their community. These students should serve as models and come back to "barrio" to help others and serve as liaison."

"We need to develop a program to meet their (LEP students') needs."

"Too early to tell."

"No special effort is being made to include LEP students (in the Linkage Program).

"For the Indochinese students there is the need of an interpreter--a layman who knows their language--in school."

"Transporatation is a major problem to may of our LEP students. To and from jobs."

"It's much better now and we are beginning to provide:
a. Classroom work to show students how to handle themselves on the job.
b. More support staff by having a coordinator in the building.
c. More private sector training.

d. Plan to monitor students more closely. Link between school and work will be stronger and students will be evaluated more often. Students won't be able to do poorly in one and well on the other, we'll know how they are doing in both."

Despite mention of some of the services that are considered essential but are missing, only three (3) vocational directors said they would recommend any changes or improvements to the CETA prime sponsor regarding the services provided to LEP students through the Linkage Program. The two most significant recommendations made for the prime sponsor by this gorup were as follows:

"More in-service for teaching staff in areas of career education."

"The vocational director would like to see the counseling--career, occupational--done by CETA. He feels that they can only do so much with the students especially with those continuing from the previous year who are still required to take the 2 hours of counseling a week. He said what happens is that students listen to the same stuff over and over and obviously they get bored."

When the prime sponsors were asked about the missing but essential services, they provided the following comments:

"Better bilingual education and bilingual vocational education. There could be more emphasis on bilingual education and bilingual vocational education. At lower grades it is used (bilingual education) but not at the high school level."

"Some kind of good follow-up: what happens to LEP students after they leave the training program? Some get lost--get them enrolled and EER can't be determined in general."

"Vocational English-as-a-second language."

Relative to the major difficulties encountered in providing training for LEP students in the Linkage Program, all three respondents--CETA in-school coordinators, vocational directors and CETA prime sponsors--provided comments of the following nature:

CETA in-school coordinators:

> "The LEP students are too quick to make myself or the supervisor happy and consequently, do not understand fully the given instruction for the job or class. Maybe it is embarrassment, but the end result is non-completion of an assignment or job. I have explained the "OKness" of asking for directions to be repeated. I have also instructed the youngsters to repeat to their supervisors the directions just given to be sure they understand."
>
> "Time! The students have a full load of academic classes, and then go to work. When do we offer career counseling and vocational training on this tight schedule?
>
> "Money. I (the CETA in-school coordinator)--am writing grants to get some of the money necessary to revamp the special needs programs."
>
> "Finding time to supervise them at the job site. Often there are performance problems in the job that need to be addressed."
>
> "Adapting course materials from the CETA/ISTEP (In-school Training Experience Program)--after school--classroom program. Lack of translated materials in Laotian."

Vocational directors:

> "Some LEP students dropout and go back to their native country. The most common problem encountered is cheating in their time card. The CETA in-school coordinator is unable to check every single student every week. The language has not been a problem because either they are placed in jobs with other Hispanics or their co-workers are very patient and help them out. Most students fair okay because they want to work."

"There is not enough staff to work with them--we need more interpreters. Also no materials in native language to communicate with them."

"No problems have been encountered so far. We are a 789 (enrollment) at the Jr. H.S. and have just begun to have LEP (Laotian) students working at the school under the CETA program. Everything is coordinated by one building supervisor...."

CETA prime sponsors:

"Lack of bilingual education at high school level. Cultural problems especially with Hispanic group. Parents are unwilling to let women participate in programs. Women stay home and men work, even if women want to work they stay home. In jobs traditionally held by women, the same thing happens and as a total group--they(women) have a low participation. With the Indo-chinese there is no problem of this kind yet."

"If there is language difficulty and the program ends, the future employers don't have supportive services to help the participants. There is the problem of transition from a sheltered CETA situation to the very competitive private sector world. PSIP (Private Sector Initiatives Program) is helping this by giving the CETA client some real world work experience. Get more follow-up--either through private sector or CETA. Have counselors in jobs. This is done with the handicapped but is very expensive."

"Not much a problem. In the district where this LEA is located the program works smoothly but use students who speak English well."

"We don't have sufficient number of LES students in one place to provide a good program. LES students are scattered and become too expensive to individualize their instruction."

When primes were asked if they felt they should be more involved with teachers and other staff in the Linkage Program three (3) of them said "no", and the one answering "yes" added: "but already some counselors and program coordinators meet weekly with teachers and teachers are invited to (CETA) council meetings."

In relation to whether or not CETA prime sponsors were invited by the schools to the in-service training sessions held for staff working with LEP students, only one acknowledged being invited regularly; one said sometimes; and the other two (2) indicated they are never invited. When asked if they had been invited to meetings of the Parent Advisory Council or the Advisory Board for Vocational Education, half repeated that they were never invited, and half said "don't know." A member of this latter group confessed: that he didn't know what the Advisory Board for Vocational Education was.

Prime Sponsor Activities that Foster Linkages

In relation to activities that are fostering linkages between the prime sponsors and the LEAs, one of the questions posed to the four prime sponsors was the extent to which they were involved in planning and/or suggesting changes to the schools regarding services provided to LEP students under the Linkage Program. All responses given fell within the "moderately" and "extensively" categories. In addition, two (2) of the prime sponsors added that linkages were accomplished:

> "Through monitoring and yearly, at planning conferences."
>
> (By)" planners (who) have been meetings on monthly basis with all...program agents."

In rating their present involvement with teachers and administrators of the Linkage Program, the four (4) prime sponsors were split evenly. Two (2) prime sponsors rated their involvement as "very high", while the others rated it as "about average". All prime

sponsors met with Linkage Program administrators to discuss issues rated to the program on a monthly basis, and two of them included that at times the contact was daily (phone contact) or weekly.

Summary of Findings

The purpose of this study was to explore the extent and nature of the services provided to LEP students enrolled in CETA/YETP--Education Linkage Programs. The study also focused on the extent to which the Linkage Program were serving LEP students and the problems they, and the LEA staff, encountered in the provision of such services.

Ten (10) LEAs were selected in four (4) prime sponsorships in different geographic areas of the State of Illinois. A mail survey was conducted of CETA in-school coordinators, vocational education directors, and CETA prime sponsors. In addition, telephone interviews were conducted with CETA prime sponsors and LEAs and five (5) on-site interviews were conducted to five (5) LEAs. An analysis of the data collected produced the following findings:

1. Population Served

   - Most of the Linkage Programs serving LEP students appeared to be located in suburban high schools with 1,000 or more students. There were very few Linkage Programs serving LEP students in rural areas and small schools. This is somewhat consistent with the population dispersion of LEP individuals in the state.

- Asians constituted 80%, and females 60%, of the LEP population being served in the ten (10) Linkage Program included in the sample.
- Laotians were the largest single ethnic/language group served by the Linkage Programs studied.
- Most LEAs and prime sponsors in the study were usually serving LEP students in higher proportions than the representation of ethnic/language groups in the general population.
- One-third of the six (6) CETA prime sponsors in the initial sample were not serving the members of the LEP in-school population.

2. Services Provided to LEP Students

A. Outreach

- All respondents rated the outreach efforts of the Linkage Program studied as satisfactory.

- Recruitment appeared to be unnecessary in some of the larger LEAs since most LEP students come to the Linkage Program on their own.

B. Transition and Career Employment Experience Services

- For the programs included in the study the most frequently provided services for all students were: outreach, assessment, career information, occupational information, career counseling, job placement services, and work experience.

- In serving LEP students in the Linkage Program, special staff were used to provide services such as outreach, assessment, career information, literacy and bilingual training.
- In the programs studied, outreach, assessment, career counseling, career information and occupational information were the services most frequently adapted to serve LEP students.
- The most common Career Employment Experience services provided for the participants of the Linkage Programs by all respondents were "work experience" and "career and occupational counseling.
- Career Employment Experience was reported by all respondents as the type of Linkage Program where most LEP students were enrolled.

C. "Other" Services

- All areas of ability of English language proficiency (writing, reading, listening and comprehension and speaking) appeared to be assessed by most of the LEAs in the study.
- Instructional materials were provide in the LEP students' native language in one Linkage Program.
- In most of the programs audio-visual, multimedia, and self-instructional vocational materials were used to instruct LEP participants. They were usually partially modified or adapted.

- "Instruction conducted in English" was the most often used approach in training LEP students.
- Most LEAs that had Linkage Programs provided some form of ESL available for their LEP population.
- Only a few of the LEAs in the study coordinated English-as-a-Second Language (ESL) with vocational education instruction.
- In nearly all programs an English-speaking vocational instructor was involved in training LEP students.
- In the awarding of education credit to students in linkage programs difficulties have arisen. The most common reasons given are that not all students are eligible for the credit, students are paid for their participation, and they should not receive both pay and credit for the same experience. Among the respondents in this study, there was an even number of responses between those who said that awarding credit to LEP students for work experience or on-the-job training was a problem and those who said it was not.
- Only 10% of the LEAs in the study used VESL to instruct LEP students in vocational education as part of the Linkage Program.
- Most of the operating Linkage Programs also had some form of curriculum focus or emphasis

related to the cultural heritage and values of LEP students.

D. Factors Affecting the Availability of Services

- Less than half of the ten (10) LEAs included in the study reported having teachers and administrators with some formal training--course work or in-service training--related to the cultural/language characteristics of LEP students.
- Most LEAs indicated that they provided in-service training whenever it appeared to be needed. On the average, the number of inservice hours reported ranged from 3 to 20 per year.
- Most prime sponsors provided CETA related in-service staff training and technical assistance for the LEA personnel involved in the Linkage Programs.
- A good analysis of the labor market helps Linkage Program staff to insure that students will be placed in training slots or jobs. In this study, most LEAs and prime sponsors reported having a current list of potential worksites that LEP students could select from. Both groups said they made periodic analyses of the local job market.
- In serving LEP students most excess or additional costs incurred by the LEAs were for special or additional staff and for special services to LEP students.

- None of the prime sponsors or LEAs in the study had specifically earmarked a portion of funds to serve LEP students in the Linkage Program.
- All prime sponsors provided reimbursement for the wages of LEP students and for some teacher and administrator salaries as they related to the Linkage Program.
- Several of the services (bilingual counseling, bilingual-vocational education, bilingual education, ESL, and VESL) commonly provided by the LEAs to LEP students were omitted from the Linkage Program.
- Often times, what constitutes a service (e.g., institutional skills training, career and occupational information) was not defined similarly by the CETA prime sponsors and the LEAs.

3. Quality of the Services Provided to LEP Students in the Linkage Program

Transition and Career Employment Experience Services:

- The transition and career employment services which were rated as "good" and "fair" by all three (3) types of respondents (CETA in-school coordinators, vocational directors, and CETA prime sponsors) included: assessment, career counseling, on-the-job training, work experience, and job placement services.

- Among all three (3) types of respondents (CETA in-school coordinators, vocational directors, and CETA prime sponsors), the CETA in-school coordinators had the highest average rating (3.4 in a scale of 4 vs. 2.6 given by the other respondents) in rating the adequacy of transition and career employment services provided through the Linkage Program.
- The CETA in-school coordinators and the vocational directors rated as "good" most of the career employment services (career counseling, career information, occupational information, on-the-job training, work experience, and job placement services). The prime sponsors rated the same services as "fair."
- In three (3) of the ten (10) LEAs transition and career employment services for LEP students in the Linkage Program appeared to be fewer in number than the services provided to non-LEP students.

"Other" Services

- When questioned about the Linkage Program, the vocational education directors and the CETA prime sponsors provided high ratings (above 3.5 in a scale of 4) for the "district administration's commitment to improving services for LEP students",

and for the "efforts to commit the school district to award school credit(s) for on-the-job training and work experience acquired through the 22% Linkage Program" "Poor" ratings (1.0-1.8) were given for:

"Visits by parents or other members of the community to different components of the Linkage Program."

"Cooperation with Linkage Programs from Parents Advisory Councils and the Advisory Council for Vocational Education."

"The rate of placement of LEP students in unsubsidized employment."

- The overall rating for the equipment and instructional materials used by LEP students in the Linkage Programs was "fair."
- Most respondents interviewed (prime sponsor staff, vocational directors, and CETA in-school coordinators) felt that the Linkage Program "will help LEP students find and maintain a job", and expected for LEP students "to get a job doing what they are learning in the Linkage Program."
- "Skills that prepare them for the labor market" was the most common response given by vocational education directors for the criteria upon which the services provided to LEP students were based.

- Based on survey data from the LEAs, dropping out of school was not considered a major problem for LEP students in the Linkage Program.
- As was reported by the LEAs in the mail survey, dropping out of school could constitute a problem affecting LEP students who were not enrolled in the Linkage Program.
- The assessment of the adequacy of the services received by LEP students was done yearly by LEAs and quarterly by CETA, according to survey data received from the LEAs and CETA prime sponsors.
- Based on survey data provided by the LEAs, the services that were considered essential for LEPs but were frequently missing from the Linkage Programs were:

    Recruitment

    Translating materials into native language of LEP students

    Counseling and establishing a specific program to address their cultural needs

    Interpreters

    Transporation to and from jobs

    Better bilingual education and bilingual vocational education

    Follow-up services for LEP students leaving the program

- Based on survey data and interviews with LEAs, it was recommended that in-service training for the teaching staff should be provided to help teachers and counselors of the LEAs in areas of career education. In addition, CETA staff, including CETA counselors, need to be closely involved with LEA staff working in the Linkage Program.
- As was ascertained from interviews with LEA and prime sponsor staff, the major difficulties encountered in providing training for LEP students in the Linkage Program were:

  Encouraging LEP students to ask for directions when they did not understand a task.

  Intensive work and academic activities left little or no time for some LEP students to get career counseling and vocational training.

  Some local school districts did not have regular funds to support the program for special needs population and needed to frequently develop grant proposals.

  Finding time to supervise LEP students on the work site.

  Adapting materials for instruction.

  Students cheating on time cards.

  Need for more bilingual interpreters.

  Parents of some Hispanic students appeared unwilling to let women participate in Linkage Programs.

Transition from sheltered CETA employment situations to the very competitive private sector world.

4. Prime Sponsor Activities that Foster Linkages

- Prime sponsors reported they are from moderately to extensively involved in planning and/or suggesting changes to the schools on the services provided to LEP students in the Linkage Program.
- Prime sponsors reported that they discussed with LEA administrators issues related to the Linkage Program on a monthly basis.
- At the present time most prime sponsors felt they should not be more involved with teachers and other staff in the Linkage Program.
- Most prime sponsors said they would like to be invited to meetings of the Parent Advisory Council or the Local Advisory Council(s) for Vocational Education.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Several conclusions about the Linkage Program were derived from the data presented in the body of this report. These conclusions pertain to the sections that dealt with the population served, the extent and nature of the services provided, the quality of those services, and the prime sponsor activities that foster linkages between CETA and the LEAs. The conclusions were:

1. Population Served

   - In relation to their representation in the general Illinois population, Hispanics and males were being served in significantly less numbers than Asians and females in the Linkage Programs studies.
   - By serving the LEP students who come on their own, the Linkage Programs studied appeared to be serving those students who are more motivated to succeed and not necessarily the ones who might benefit the most from its services.
   - The thrust of most but not all of the Linkage Programs in the study appeared to be toward serving youth who are easiest to train, rather than on youth with the greatest educational and/or employment need.

2. Services Provided to LEP Students

A. Outreach

- Based on the ten (10) programs studied, recruiting LEP students for the Program as it exists at this time may be unnecessary since the participants usually inform each other about the program and come on their own.

B. Transition and Career Employment Experience Services

- Most of the transition services and all of the career employment services identified by the current CETA/YETP Rules and Regulations (680.6 (b)(1) were provided by the majority of the Linkage Programs included in this study.
- From among the two (2) types of in-school Linkage Programs authorized by the current CETA/YETP Rules and Regulations, the Career Employment Experience Program was the most common form of Linkage Program employed by the respondents in the study.
- In the ten (10) programs studied, it was unclear as to whether the work experience provided under the Linkage Program was coordinated with the instructional program or vocational interests of LEP students.

- It appears that a variety of purposes are being met by the CETA--Education Linkage Program. One of the purposes was to provide work experience for people who had not had it. Other apparent purposes were: (a) to develop English language proficiency, (b) to provide specific vocational training, (c) to develop employability skills (punctuality, following orders, etc.), (d) to allow the transfer of government funds to many students coming from low-income families, and (e) to facilitate the entrance of students into unsubsidized employment.

C. "Other Services

- In the programs studied, there were few instructional materials available for use in the program which were prepared in Laotian or other Asiatic languages.
- Most LEP students in the Linkage Programs studied were not instructed in vocational education by a bilingual vocational instructor.
- Bilingual counseling for LEP students appeared to be an incidental service rendered by bilingual teachers or the teacher working with LEP students.
- Inter-departmental (vocational education, guidance, ESL)coordination to serve LEP students appeared to be very limited in most of the LEAs in the study.

- A common, generally accepted procedure was not found among the programs studied for awarding academic credit for the work experience or on-the-job training received by LEP students through the Linkage Programs.
- Based on the data collected from the three (3) groups (CETA in-school coordinators, vocational directors, and CETA prime sponsors), four (4) LEAs provided bilingual education and bilingual-vocational education, and only one (1) provided VESL. If LEP students are going to be served in the Linkage Program all programs need to provide bilingual education, bilingual-vocational education, and VESL.

D. Factors Affecting the Availability of Services

- All of the LEAs studied use existing staff to provide services for LEP students in the Linkage Program. Most pay them on a part-time or hourly basis. Other have been assigned to the program and donate their time.
- Most of the LEAs and p ime sponsors in the study appeared to keep abreast of new opportunities emerging in the labor market. Such efforts appeared to be very beneficial for the LEP students in the Linkage Program.

- Services that appear to be crucial for the training of LEP students (i.e., bilingual counseling, bilingual-vocational education, ESL, and VESL) were omitted from the linkage agreement.
- Most worksites used in the Linkage Programs appeared to be carefully developed and were well-supervised.

3. Quality of the Services Provided to LEP Students

- Although some of the LEA respondents in the study saw significant room for improvement, most seemed satisfied with all of the services provided to LEP students in the Linkage Program.
- In some programs there appeared to be a lack of consensus between prime sponsors and LEAs having linkage agreements, and among personnel in the same LEAs, about the kinds of services needing to be provided to LEP students in the Linkage Program.
- Most of the vocational directors, program coordinators, and CETA prime sponsor staff interviewed held a positive opinion about the quality of the services provided to LEP participants in the Linkage Program.
- Except for some of the special services provided (e.g., bilingual education, ESL, etc. for LEP students) in most Linkage Programs, there appeared to be no considerable difference between the services rendered to LEP and non-LEP students.

- In about a third of the ten (10) LEAs, transition and career employment services for LEP students appeared to be fewer in number than the services provided to non-LEP students.
- Most of the difficulties encountered in providing services for LEP students in the Linkage Program focused on: a lack of resources (money, interpreters, translated materials in native language, time) or a lack of know-how in dealing with cultural differences.
- Most LEAs in the study gave "good" ratings (3.0 on a scale of 4) to the career employment services (career counseling, career information, occupational information, on-the-job training, work experience, and job placement services). The CETA prime sponsors on the other hand, rated the same services as "fair".
- In the services studied that were serving Asians there was a great need for more interpreters.
- Most respondents in the study felt the Linkage Program would help LEP students find and maintain a job and expected LEP students to get a job using what they learned in the Linkage Program.

4. Activities that Foster Linkages

- Although most Prime Sponsor staff interviewed in the study would like to be invited to participate

in the planning and advisory functions of the LEAs, most of them appeared satisfied with the current levels of involvement they have had with the LEAs.

- The LEAs in the study did not appear to be using or coordinating with Community Based Organizations as a means of disseminating information, reaching LEP students, and providing other services for them.
- The prime sponsors and LEAs participating in the study did not appear to be making extensive efforts to get the parents of LEP students involved in the Linkage Program.

5. Miscellaneous

- In many instances, it did not appear that the CETA prime sponsors and LEAs shared common definitions when classifying activities and services for LEP students in the Linkage Program.
- The CETA prime sponsors appeared to have a predominant administrative role in the Linkage Programs, and relied almost totally on the LEAs to develop and deliver the services for LEP students.
- Most but not all of Linkage Programs in the study seemed to be well integrated into the fiber of the school structure.

- The general stated purpose of the Linkage Program of moving people into unsubsidized employment may be accomplished by some participants immediately following two (2) or four (4) years of college.

Recommendations

Several recommendations can be made based upon the findings and conclusions of the study. It should be noted that these recommendations are made in recognition that there are other recent and current linkage programs in the State of Illinois. Most of the widely-known state projects are sponsored by the Department of Commerce and Community Affairs. They include linkage projects at the Illinois Board of Higher Education, Eastern Illinois University, and the Illinois State Board of Education. The recommendations of the study include the following:

The Department of Adult, Vocational, and Technical Education/ Department of Commerce and Community Affairs should:

1. Further study YETP programs and evaluate their purpose, the students served, the most effective training methods, as well as their outcomes and impact.
2. Assist LEAs and prime sponsors via technical assistance in several areas:
   - In the coordination of work experience, vocational instruction, and career plans of students in the Linkage Program.
   - In developing strategies for granting academic credit for work experience and on-the-job training

acquired through the Linkage Program.

- In the coordination of each other's assessment, planning, operational, and evaluation activities that pertain to the Linkage Program.
- In describing exemplary CETA-Education Linkage programs that serve LEP students.
- In developing linkage models around components such as administration/organization of linkage programs, education/employability development services, work experience, and transition from school to work.
- In the coordination between prime sponsors, LEAs, community based organizations, state agencies, and parents' and other citizens' groups.
- In the coordination within departments in LEAs. This could be done by stipulating joint activities in the 1 and 5 Year Plans, in daily planning, and through incentives and awards.
- In finding a common terminology between both system (CETA and Education) when classifying services and activities for the Linkage Program.

3. Assist LEAs in the recruitment of LEP students.
4. Sponsor inservice training workshops in the above areas.
5. Encourage universities to address YETP/LEP concerns in teacher and counselor education programs.

6. Sponsor a joint research venture to develop and implement model Linkage Programs that are effective in the language and occupational training and acculturation of LEP persons. Exemplary programs that are currently in existence could be identified, studied, and used as experimental settings where innovative approaches in the training of LEP students were developed and implemented.

The Department of Commerce and Community Affairs should:

1. Expand the provision of more explicit information on financial linkages between prime sponsors and LEAs.
2. Encourage prime sponsors in the state to address issues related to the training needs of LEP students in the Linkage Program.

The Department of Adult, Vocational, and Technical Education should:

1. Expand the availability of funds to school districts which need help in developing a linkage program and other services needed by LEP students.
2. Encourage the hiring of bilingual (teachers, assistants, aides) personnel to either teach or help teach classes and/or help translate instructional materials in the native language of LEP students.
3. Encourage the development and dissemination of a guide for LEAs and CETA prime sponsors to identify and assess LEP students.

4. Encourage the investigation of program models for parental involvement in CETA--Education Linkage Programs.
5. Expand the dissemination and development of instructional materials in the native language(s) of LEP students.
6. Continue to encourage the use of bilingual-vocational instructors in vocational programs serving LEP students.

LEAs and Prime Sponsors should:

1. Continue to facilitate and expand the provision of inservice training related to the needs of LEP students.
2. Encourage their staff to coordinate with each other and with other agencies and community action groups.

CETA Prime Sponsors should:

1. Attempt to broaden the focus of Linkage Program agreement to include essential services for LEP students (e.g. VESL, bilingual counseling, bilingual-vocational education).
2. Assist LEAs in recruiting and serving those LEP students who do not come on their own but who need the special, additional services.
3. Encourage LEAs in the Linkage Program to develop instructional materials in the native language(s) of LEP students.

4. Encourage LEAs to coordinate with community based organizations that provide services for LEP populations.

LEAs should:

1. Encourage interdepartmental coordination among their staff and cooperation with other staff from state agencies and community action groups.
2. Attempt to identify and recruit those LEP students who are in need of the services in the Linkage Program but who fail to come to the program on their own.
3. Encourage among bilingual and other staff the development of instructional materials in the native language(s) of LEP students.
4. Encourage the inclusion of special services for LEP students (e.g. VESL, bilingual counseling, bilingual-vocational education) in the Linkage Programs with prime sponsors.
5. Attempt to encourage CETA staff to get more involved in LEA activities and services provided under the Linkage Program.

Universities should:

1. Recruit and train bilingual-vocational teachers and counselors with knowledge of YETP programs and services.
2. Incorporate knowledge about LEP students and their educational needs and cultural backgrounds into teacher and counselor training programs.

3. Include information about CETA-Education linkage efforts in courses in secondary and post-secondary education.

LEP Organizations should:

1. Offer inservice courses and workshops related to LEP students in vocational education/YETP programs.
2. Make available to LEAs, CETA, and other agencies, technical assistance related to the needs of LEP youth.

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VITA

Juan J. Callejas

Juan J. Callejas is currently a second year Title VII Bilingual Teacher Trainer Fellow and doctoral student in Vocational Education at the University of Illinois. Within the Limited English Proficiency Project he has been responsible for evaluating the extent and nature of services provided to LEP youth enrolled in CETA/YETP-Vocational Education linkage programs. He received his M.A. in Spanish Literature from the University of Illinois and his B.A. in Foreign Language Education from the University of New Orleans. In 1979 and 1980 he had internships with the State-Wide Employment and Training Section of the Department of Commerce and Community Affair (former Governor's Office of Manpower and Human Development), working primarily with the Hispanic Concerns and the Education Committees. As a staff assistant to the committees he delved into issues related to the education and employment needs of LEP populations, the services they received from CETA prime sponsors, and their occupational status in state government. He has teaching experience at the university and elementary school levels and experience working with illiterate adults in Honduras, Central America.